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EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET
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CIRCULAR NO. A-48

Revised

September 23, 1971

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Responsibilities for planning training investments and regulations governing reductions in payments to employees

1. Purpose. In accordance with 5 U.S.C. 4111 and 4112 and 31 U.S.C. 18a, this Circular sets forth responsibilities for planning training investments, and provides regulations for reductions in payments to employees.

2. Planning training investments.

a. Purposes of training. Training, as a vital part of good program management, contributes directly to effectiveness and efficiency by:

- (1) Developing among agency employees skills unavailable through existing recruitment sources.
- (2) Improving employee performance of current duties.
- (3) Assisting the upward mobility of lower level employees.
- (4) Providing employees with the skills, knowledge, and attitudes necessary to accommodate to changing policies, technology, equipment, or mission assignment.
- (5) Keeping employees abreast of the "state of the art" and maintaining specialized proficiencies.
- (6) Providing for the agency's future manpower requirements through the systematic development of high potential employees.

b. Agency responsibilities. Each agency head must consciously and actively plan, program, and budget for training as called for in section 301 of Executive Order 11348 of April 20, 1967. (Under section 202(c), the Civil Service Commission has responsibility for assisting agencies to develop sound programs and financial plans for training.)

c. OMB review. In connection with budgetary responsibilities, the Office of Management and Budget will review agency training plans and resource allocations to assure that:

(1) A systematic planning process is being employed by the agency;

(2) The agency is systematically identifying its training targets;

(3) Adequate dollar and manpower resources to accomplish the training effort have been planned for and assigned; and

(4) Adequate provisions have been made to evaluate and measure benefits of training in relation to the investments made.

Since training is an integral part of program management, it does not require separate identification but will ordinarily be included within the regular activity classification. Where training costs are directly associated with program accomplishment, they may properly be absorbed in the applicable appropriations. In areas where the benefits of training are long ranged and accrue to the organization as a whole, such as in long-term university training and in executive development programs, agencies should consider establishing centralized pools of ceiling points and dollars to manage these efforts.

3. Reductions in payments to employees.

a. Coverage. Subject to the exceptions in 5 U.S.C. 4102, the regulations prescribed in this Circular apply to civilian officers and employees of executive departments; independent establishments, as defined in 5 U.S.C. 104; Government corporations, subject to 31 U.S.C. 846-852 or 856-859; the Library of Congress; the Government Printing Office; and the Government of the District of Columbia; and commissioned officers of the National Oceanic and Atmospheric Administration. All such officers and employees and all such departments, independent establishments and agencies are hereafter referred to in this Circular as "employees" and "agencies," respectively.

b. Agency responsibilities.

(1) Section 303(j) of Executive Order 11348 and the regulations issued by the Civil Service Commission under section 401(b) of that Order, prescribe the

conditions under which agency heads may approve the acceptance by employees of contributions and awards incident to training and payments incident to attendance of meetings, under 5 U.S.C. 4111(a) from the organizations described therein. These organizations are hereafter referred to in this Circular as "donors."

(2) Agency heads shall provide adequate safeguards to assure that the following regulations are carried out:

(a) Where an approved payment by a donor fully covers expenses incident to training in a non-Government facility, or travel, subsistence, or other expenses incident to attendance at a meeting, the agency shall not pay for such expenses or shall recover payments previously made in the manner described in (c) below.

(b) If an approved payment by a donor does not fully cover expenses described in (1) above, the agency may, to the extent authorized by law and regulation, including 5 U.S.C. 4109 and 4110, pay an amount considered sufficient to cover the balance of the expenses. If an amount in excess of such balance has been previously paid by the agency, such amount shall be recovered from the employee in the manner described in (c) below.

(c) Recoveries of payments, as provided in (a) and (b) above, shall be made in the manner prescribed by regulations of the agency concerned, issued under 5 U.S.C. 5514.

(d) No reduction in payment by an agency is required where an approved contribution or award to an employee covers types of expenses which the agency is not authorized to pay. For example, where an agency authorizes travel expenses of an employee, including per diem in lieu of subsistence and transportation expenses of his immediate family and household goods and personal effects to a training location, no reduction in payment by the agency is required if an approved contribution or award covers subsistence expenses of the family en route and expenses incurred by the employee in establishing himself and the family at the training location.

(e) Expense data shall be obtained from employees or donors in such detail as the agency head deems necessary in order to carry out these regulations.

4. Effective date. The provisions of this Circular are effective immediately. Under Executive Order No. 11609 of July 22, 1971, the Administrator of General Services was delegated the authority of the President under 5 U.S.C. 4111(b)

to prescribe regulations with respect to reductions to be made from payments by the Government to employees for travel, subsistence, or other expenses incident to training in a non-Government facility or to attendance at a meeting. This delegation will become effective on October 21, 1971 and the regulations prescribed in paragraph 3 of this Circular will thereafter be subject to such modifications as may be made by the Administrator.

GEORGE P. SHULTZ
DIRECTOR